

Municipal Transportation Agency



of Parking and Traffic

INCORPORATION OF THE DEPARTMENT OF PARKING AND TRAFFIC WITH THE MUNICIPAL TRANSPORTATION AGENCY

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**Submitted July 1, 2001 to
Mayor Willie L. Brown, Jr. and the
Board of Supervisors of the City and County of San Francisco
In accordance with San Francisco City Charter Section 8A.112
Parking and Traffic; Incorporation Into Agency**

PURPOSE

In November 1999, the voters of the City and County of San Francisco adopted Proposition E, an amendment to the City Charter, which created the Municipal Transportation Agency (MTA) and set forth the following findings:

The Municipal Railway and the Department of Parking and Traffic are vital to the economic and social fabric of San Francisco. San Francisco's transit system should be comparable to the best urban transit systems in the world's major cities. Specifically, San Francisco residents require:

1. Reliable, safe, timely, frequent, and convenient service to all neighborhoods;
2. A reduction in breakdowns, delays, over-crowding, preventable accidents;
3. Clean and comfortable vehicles and stations, operated by competent, courteous, and well trained employees;
4. Support and accommodation of the special transportation needs of the elderly and the disabled;
5. Protection from crime and inappropriate passenger behavior on the Municipal Railway; and
6. Responsive, efficient, and accountable management.

In adopting Proposition E, the voters sought to provide the transportation system with the resources, independence and focus necessary to achieve these goals.

The voters found that one of the impediments to achieving these goals in the past has been that responsibility for transportation has been diffused throughout City government. Accordingly, this article placed within the Municipal Transportation Agency the powers and duties relating to transit now vested in other departments, boards, and commissions of the City and County.

Proposition E was intended to strengthen the Municipal Transportation Agency's authority to: 1) manage its employees; 2) establish efficient and economical work rules and work practices that maximize the Agency's responsiveness to public, needs; and 3) protect the Railway's right to select, train, promote, demote, discipline, layoff and terminate employees, managers, and supervisors based upon the highest standards of customer service, efficiency and competency.

The voters further found that the Department of Parking and Traffic performs functions vital to the operation of the Municipal Railway. Congestion on City streets causes delays in transit operations. Therefore, the Municipal Transportation Agency must ensure that transit vehicles move through City streets safely and efficiently.

In addition, the residents of San Francisco require that the Department of Parking and Traffic: 1) value and protect pedestrians and bicyclists; 2) reduce congestion and air pollution through efficient use of the streets; and 3) protect the City's economic health by giving priority to commercial deliveries and access to local businesses.

In order to meet these goals, Proposition E set forth a requirement that by July 1, 2001, the Municipal Transportation Agency and the Department of Parking and Traffic should prepare and submit to the Mayor and the Board of Supervisors a joint plan for incorporating the Department of Parking and Traffic into the Municipal Transportation Agency.

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REFERENCE BOOK

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BACKGROUND

Proposition E sets forth that effective July 1, 2002, the Department of Parking and Traffic shall become a separate department of the Municipal Transportation Agency and Charter Section 4.116, establishing the Parking and Traffic Commission, shall be repealed. Effective that date, the Agency shall have all the same powers and duties with respect to the Department of Parking and Traffic that it has with respect to the Municipal Railway, and shall succeed to all powers and duties of the Parking and Traffic Commission.

Proposition E further sets forth that effective July 1, 2002, the Agency's Board of Directors shall exercise all remaining powers of the Parking and Traffic Commission for all purposes, including the power of members of the Parking and Traffic Commission to serve ex-officio as members of the Parking Authority under Section 32657 of the Streets and Highways Code. The chair of the Agency's Board of Directors shall designate annually the directors to serve as members of the Parking Authority. Any person may serve concurrently as a member of the Agency's Board of Directors and as a member of the Parking Authority.

Proposition E stipulates that the Agency should manage the functions of the Department of Parking and Traffic so that the department:

1. Provides priority to transit services in the utilization of streets, particularly during commute hours;
2. Facilitates the design and operation of City streets to enhance alternative forms of transit, such as pedestrian, bicycle, and pooled or group transit (including taxis);
3. Proposes and implements street and traffic changes that gives the highest priority to impacts on public transit, pedestrians, commercial delivery vehicles, and bicycles;
4. Integrates modern information and traffic-calming techniques to promote safer streets and promote usage of public transit; and
5. Develops a safe, interconnected bicycle circulation network.

Further, the Agency should manage the Parking Authority so that it does not construct new or expanded parking facilities unless the Agency finds that the costs resulting from such construction and the operation of such facilities will not reduce the level of funding to the Municipal Railway from parking and garage revenues under Section 16.110 to an amount less than that provided for fiscal year 1999-2000.

Currently, the Municipal Transportation Agency Board of Directors oversees all functions of Muni as detailed on the organizational chart in Exhibit A. The Parking and Traffic Commission oversees all functions of the Department of Parking and Traffic as detailed on the organizational chart in Exhibit B.

The San Francisco Municipal Railway

MISSION: The San Francisco Municipal Railway (Muni) strives to provide a convenient, reliable, accessible and safe transit system that meets the needs of all transit users within the City and County of San Francisco.

HISTORY: The San Francisco Municipal Railway (Muni) was founded in 1912 as the first publicly owned transit system in the United States, initiating service to areas of the City not served by the existing privately operated transit systems. In 1944, Muni absorbed the privately owned Market Street Railway, which more than doubled the size of the system, and effectively brought all of the transit services within San Francisco under public control. From 1932 until 1993 Muni was governed by the City's Public Utilities Commission (PUC). In 1993, Proposition M was passed by the City's voters, creating the Public Transportation Commission (PTC) and the Public Transportation Department (PTD), and removing Muni from the authority of the PUC. Governance of Muni was changed by the voters again in 1999 with the passage of Proposition E.

GOVERNANCE: The Municipal Transportation Agency Board of Directors assumed the duties of the Public Transportation Commission on March 1, 2000. The seven-member Board is appointed by the Mayor and confirmed by the Board of Supervisors. Directors' terms are staggered. The MTA is responsible for establishing the basic policies that govern the Municipal Railway's operation.

STAFF: Muni has almost 4,200 employees to staff nine divisions listed below.

Division	Budgeted Positions	% of Total
Transportation	2,328	55.6%
Maintenance	1,223	29.2%
Chief Operating Officer	203	4.8%
Finance	172	4.1%
Capital Planning	35	0.8%
GM's Office	34	0.8%
Safety/Security/Training	134	3.2%
Human Resources	60	1.4%
Construction	198	4.7%
TOTAL	4,188	100.0%

BUDGET: Muni's proposed budget for FY2002 is \$462,458,249. Muni's capital program budget is \$6.7 billion over 20 years.

Department of Parking and Traffic

MISSION: The mission of the Department of Parking and Traffic is to facilitate the safe and efficient use of City streets by motorists, public transit vehicles, bicyclists, and pedestrians, and to develop solutions to parking issues that affect the viability of residential and commercial neighborhoods.

HISTORY: The Department of Parking and Traffic was established by the voters on July 1, 1990 to bring together the responsibilities for traffic design, maintenance, and enforcement under a single directorate. The voters sought to better facilitate the efficient flow of traffic through City streets. The functions of the Department had previously been dispersed among various other City departments, including the Police Department, the Department of Public Works, the Department of Electricity, the Tax Collector, and the Parking Authority. In 1994, the Department also took on the responsibility for the adjudication of parking tickets from the Municipal Court.

GOVERNANCE: The Parking and Traffic Commission was established on July 1, 1990. The five-member Commission is appointed by the Mayor. The term of each member is four years. Members of the Parking and Traffic Commission serve as ex-officio members of the San Francisco Parking Authority. The Parking and Traffic Commission is the policy-setting body over the Department of Parking and Traffic.

STAFF: The Department of Parking and Traffic has approximately 670 employees to staff the six divisions listed below.

Division	Budgeted Positions	% of Total
Administration	28	4%
Parking Authority	37	6%
Enforcement	391.5	58%
Citations and Hearings	51	8%
Residential Permit Parking	14	2%
Traffic Engineering and Operations	148	22%
TOTAL	669.5	100.0%

BUDGET: The Department of Parking and Traffic's proposed budget for FY2002 is \$62,374,959.

OBJECTIVES OF INCORPORATION

The intent of the voters in setting forth a mandate for the incorporation of the Department of Parking and Traffic into the Municipal Transportation Agency is to provide for coordinated policy making and implementation related to traffic congestion and its impact on transit service and the economic vitality of San Francisco. The incorporation is intended to support the City's Transit First Policy.

Section 16.102 (Transit First Policy) of the City Charter identifies six principles which define the City's Transit First Policy.

1. Transit first is, has been and shall continue to be the policy of the City and County of San Francisco;
2. The efficient movement of people and goods is essential for the economic health and quality of life in San Francisco;
3. Public transportation is an economically and environmentally sound alternative to transportation by individual automobiles;
4. The designation of streets public transit only and/or public transit and commercial only reduces excessive vehicular traffic congestion on the City's streets, thereby relieving traffic congestion and facilitating the protection of sensitive areas and healthful air quality;
5. Enforcement of pedestrian zones enhances the safety of pedestrians; and
6. The effective implementation of the City's Transit First Policy requires the cooperation of all City agencies, departments and commissions.

The primary objective of the incorporation of the Department of Parking and Traffic into the Municipal Transportation Agency is to establish a single policy board to oversee implementation of policy as it relates to the City's Transit First Policy.

As Proposition E stipulates, the incorporation must be undertaken in such a manner that any transfer of functions occurring as a result of the incorporation shall not adversely affect the status, position, compensation, pension, retirement rights or privileges of any civil service employees who engaged in the performance of a function or duty transferred to another office, agency, or department pursuant to this measure.

ISSUES

It is the mission and objective of the Municipal Transportation Agency and Department of Parking and Traffic to develop an organizational structure that will bring together under a single directorate the policy, planning and operational functions of the Municipal Transportation Agency and the Department of Parking and Traffic in accordance with the mandates of Proposition E and consistent with efficient and acceptable management practices. The following issues shall be considered during the incorporation.

- Consistency of personnel rules, regulations, and procedures between Muni and the Department of Parking and Traffic
- Respect for current cultural working conditions and environments with concern for differences
- Integration of functions where logical and possible
- Integration of information systems
- Potential efficiencies to be gained from consolidating administrative functions
- Potential efficiencies to be gained from consolidating planning functions
- Procedures and oversight for revenue generating operations
- Impacts on governing body

ANALYSIS

While Proposition E sets forth the requirement that effective July 1, 2002, the Department of Parking and Traffic shall become a separate department of the Municipal Transportation Agency. The article does not stipulate a specific path for incorporation. Consequently, several options were considered.

One scenario involved the consolidation of all administrative functions at each of the departments within a single entity. This would include contract compliance, city attorney, training, finance, human resources, public relations, and legislative affairs. Due to the complexities involved and to the different applications of the City's Department of Human Resources and the Civil Service Commission to the two departments, this scenario is not being pursued at this time.

Another scenario involved the consolidation of Muni's service planning division with the Department of Parking and Traffic's engineering bureau to form a single "Streets Department." Again, the different applications of the City's Department of Human Resources and the Civil Service Commission to the two departments will not allow for this type of consolidation at this point in time.

In accordance with the principle of the incorporation that no employee's status, position, compensation, pension, retirement rights or privileges shall be adversely affected as a result of this incorporation, the Director of the Municipal Transportation Agency and the Executive Director of the Department of Parking and Traffic developed two options for the incorporation.

Both of these options meet the mandate of Proposition E to incorporate the Department of Parking and Traffic as a separate department of the Municipal Transportation Agency by July 1, 2002.

OPTIONS

Option One

Under Option One, the Department of Parking and Traffic remains completely intact. The Parking and Traffic Commission is abolished and the governance of the Department of Parking and Traffic becomes the responsibility of the Municipal Transportation Agency's Board of Directors. Day to day management of the department's functions remains the sole responsibility of the Executive Director of the department.

Potential Advantages

- This option would cause minimum disruption to the operating functions of both departments and will allow for a continued high level of service to the public.
- Business would continue as usual at both departments.

Potential Disadvantages

- The Municipal Transportation Agency Board of Directors would be responsible for making policy decisions for two separate organizations.
- Most major cities consider these to be separate functions and accordingly organize them independently.

A proposed organizational chart for Option One is presented as Exhibit C.

Option Two

Under Option Two, the enforcement division of the Department of Parking and Traffic is transferred to the San Francisco Police Department. The remaining divisions of the Department of Parking and Traffic remain intact. The Parking and Traffic Commission is abolished and the governance of the Department of Parking and Traffic becomes the responsibility of the Municipal Transportation Agency's Board of Directors.

An in-depth review of the organizational structure and multiple duties of the Enforcement Division will determine the feasibility of this option. Additionally, personnel and supervision issues, infrastructure, equipment, and budgetary factors must be evaluated and approved prior to the implementation of any changeover. SFPD is working in cooperation with DPT to conduct this study.

Potential Advantages

- This option would consolidate all responsibility for enforcement of traffic and parking laws under a single entity.

Potential Disadvantages

- This option would cause a division of responsibilities that the voters sought to remedy in 1990 when they created the Department of Parking and Traffic. To divide these functions once again may cause a disruption in service to citizens and may create inefficiency. In addition, the priorities and mission of the remaining portions of the Department of Parking and Traffic and Muni may be inconsistent with that of the Police Department. Logically, the Police Department's mission of protecting lives may cause the enforcement division to be prioritized in a way that could affect effectiveness.
- Under this option, the Municipal Transportation Agency would not control the function of one of its revenue generating divisions.
- Targeted traffic enforcement efforts would be more difficult for the Municipal Transportation Agency to control.
- The Police Department may require additional resources in order to incorporate the enforcement division of the Department of Parking and Traffic.

A proposed organizational chart for Option Two is presented as Exhibit D.

NEXT STEPS

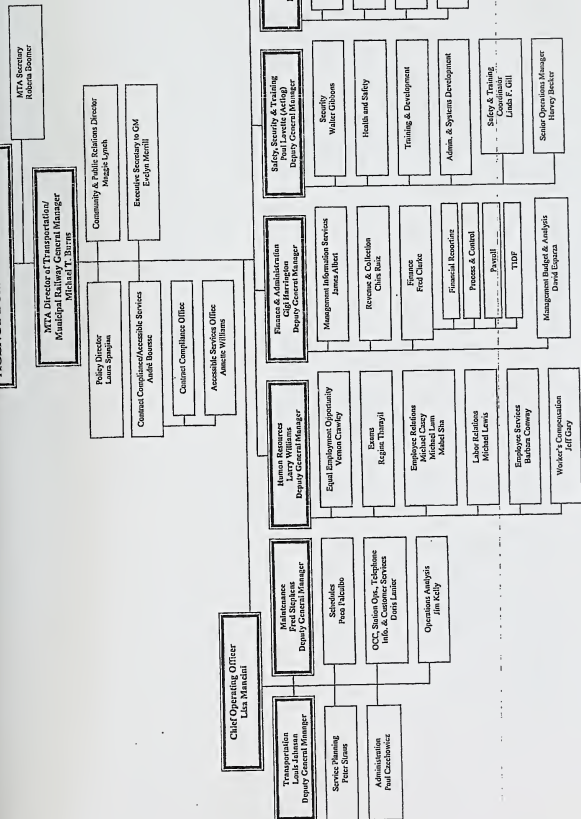
As the Municipal Transportation Agency looks toward the future, it shall always refer back to the voters' mandate as specified in Proposition E. The following are some issues for future consideration:

- ❖ How shall the planning functions of the two departments be integrated to allow the agency to provide priority to transit services in the utilization of streets, particularly during commute hours?
- ❖ What resources currently exist and can they be better coordinated to facilitate the design and operation of City streets to enhance alternative forms of transit, such as pedestrian, bicycle, and pooled or group transit including taxis?
- ❖ How shall the departments work together to propose and implement street and traffic changes that give the highest priority to impacts on public transit, pedestrians, bicycles, and commercial delivery vehicles?
- ❖ What efficiencies could be realized from the consolidation of various administrative functions?
- ❖ What efficiencies could be realized by siting personnel within the same physical location?
- ❖ How will the Municipal Transportation Agency Board of Directors incorporate oversight of the Department of Parking and Traffic into their agenda?

Over the next year, the Municipal Railway and the Department of Parking and Traffic shall designate staff personnel to work in conjunction with all stakeholders, including all affected labor organizations, employees, the Municipal Transportation Agency's Citizens Advisory Committee, the Municipal Transportation Agency's Board of Directors, and other key partners to address these and other issues related to the adoption of either Option One or Option Two.

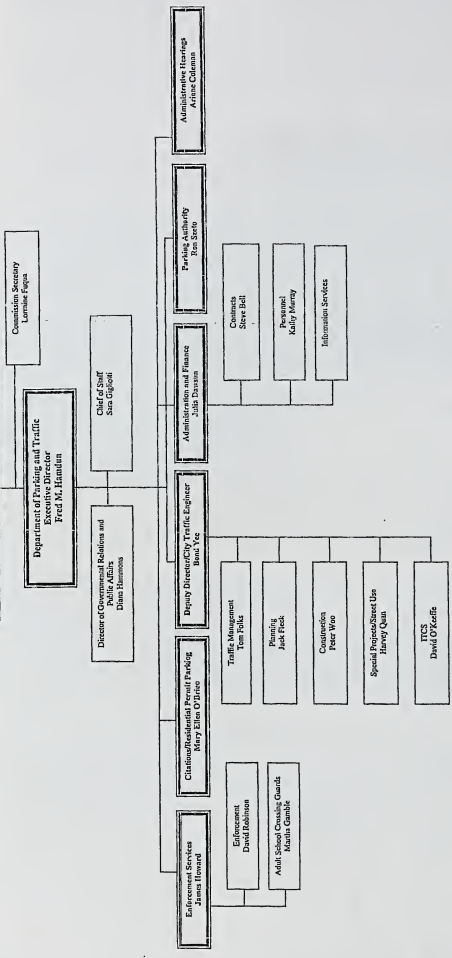
Outreach to all personnel at both organizations affected by the incorporation shall be conducted over the next year to ensure that all personnel understand that their status, position, compensation, pension, retirement rights and privileges will not be adversely affected by the incorporation.

MUNICIPAL TRANSPORTATION AGENCY BOARD OF DIRECTORS



EXHIBIT

PARKING AND TRAFFIC COMMISSION PARKING AUTHORITY COMMISSION



OPTION ONE

